

15 November 1951

REMARKS ON THE ESTABLISHMENT OF O/IC
WITH AN EXPLANATION OF ITS CONCEPT AND ROLE
(Section 3, Part II, Item 4)

A. The Establishment of O/IC

1. The basic purpose for which CIA was created was to provide a means for the coordination of intelligence activities within the Government. Under the law the Director of Central Intelligence is given three broad duties, the first of these being "to advise the National Security Council in matters concerning such intelligence activities of the Government departments and agencies as relate to national security." While the DCI has at his disposal a variety of means by which his coordination responsibility is discharged (the JAC, his Deputies, the several Assistant Directors, and even their subordinates) he clearly needs a staff which can advise him and act in his behalf in coordination matters. This staff must continually review the intelligence field and seek the elimination of gaps and overlaps through planning, consultation, and agreement. O/IC is the responsible office in this aspect of his activities and serves at once as the Director's right hand in coordination and as aide and adviser to all parts of the Agency which are involved in the coordination of intelligence activities. It should be emphasized, however, that all of the Assistant Directors and those in their offices who have contact with other agencies share the coordination responsibility and that O/IC serves as a central point to which they may turn in the event of difficulties in carrying out these relationships.

2. There are at least two possible ways of filling the need for a coordinating staff. The first is that of a staff attached to the Director's office and representing the interests of the several agencies whose intelligence activities are to be coordinated. The Interdepartmental Coordination and Planning Staff (ICAPS), later Coordination, Operations and Planning Staff (COAPS), represented this approach. Despite phases of activity ranging from the intense to the dormant, the exact formula for the most effective operation of ICAPS was never found and the staff was abandoned at the time of reorganization. Among the reasons for seeking a new approach was the vagueness and narrowness of the ICAPS charter, the failure of ICAPS fully to appreciate the scope of coordination, the ambiguity of the status of its personnel (as being neither perfectly representative nor perfectly integrated into the CIA family), and its lofty position next to the DCI which removed it from easy contact with those portions of the Agency whose activities it was the principal responsibility of ICAPS to coordinate.

3. A second possible approach was to create an integrated CIA staff to advise and assist the DCI in his coordination responsibility. To achieve this there was evolved between October and December of 1950 the Office of Intelligence Coordination. By giving this staff office status the Director conferred upon it a distinct advantage offsetting one of the weaknesses of its predecessor: a closeness to the problems of other offices with which it ~~stands on a collateral~~ shares a collateral level.

4. In meeting its responsibilities and in carrying out the principles of its creation and status, O/IC has remained very small (numbering at present

three officers and four clerical personnel). ~~and does not conform to an internal organization chart.~~ The members of the staff ~~rather~~ operate as a team in which constant mutual exchange of ideas has produced a far more effectively integrated staff than would have been possible with a larger organization and concomitant division of labor.

B. The Operation of O/IC

5. Scope

Because it was created to assist in the first responsibility of the DCI in the coordination of intelligence activities O/IC is concerned with what might be called non-substantive matters and not with intelligence opinion. Its major concern is with those problems which involve CIA relationships with other agencies. Clearly, however, there is no one of these external problems which does not directly or indirectly involve internal problems and the implications of these are always present in whatever O/IC undertakes. As to subject matter, everything is grist to the O/IC mill. Problems of the greatest importance to the intelligence community, such as requirements, are ~~addressed, as are considered along with~~ problems of relatively minor and transitory character.

6. Operating Principles

In the course of its existence O/IC has evolved certain principles according to which it conducts its operations.

a. The first of these is the inseparability of the coordination and functional aspects of intelligence activities. By virtue of their functions all Assistant Directors and their subordinates are continually engaging in interagency coordination. O/IC has no monopoly of this field. For that reason O/IC throws the responsibility for developing

a solution to a problem, wherever possible, to the office which has the principal functional responsibility for that problem.

b. O/IC strives to avoid involvement ^{the} in functional operations of the Agency while remaining ready and willing to give advice and assistance, or suggestions as to how a problem might be resolved.

c. It seldom actually undertakes to perform operations in the coordination field. Occasionally where there does not exist within the Agency an office which can effectively discharge a given function it has proved advisable temporarily to place that responsibility on O/IC.

d. O/IC must perforce cooperate very closely with the Management side of the Agency's administration and does not permit itself to move into the ^{administrative} ~~Management~~ field in its consideration of coordination activities.

7. Operations

As they have developed, O/IC operations involve the following activities:

- a. It advises and prepares recommendations for the DCI.
- b. It advises and assists the other Assistant Directors. The ease with which this has become possible and the confidence in O/IC which has slowly been built up reflect the ~~great~~ status of O/IC as an office coordinate with the other offices of the Agency.
- c. It serves as a channel for the informal exchange of views between the higher echelons of other agencies and the higher echelons of CIA.

d. It serves as the secretariat of the IAC, performing the highly important function of preparing the agenda and the documentation and recording the transactions of the meetings and making all necessary arrangements.

e. It serves as a planning adjunct to the Director's office, making its main contribution, however, not in long range plans painted with a broad brush, but through the solution to specific problems of coordination.

f. It serves as a kind of trouble-shooter, being an imaginative observer of the Agency in its relationships with other agencies, and bringing to appropriate attention the problems whose solution appears to be demanded.

g. In those instances where no appropriate facility exists within the Agency, O/IC performs certain functional operations. These are, however generally assumed on a temporary basis.

h. The Assistant Director for Intelligence Coordination is a member of the Director's immediate administrative family and in this capacity is able more directly to give advice and to assist in the solution of problems which have a bearing on intelligence coordination.

8. Operational Pattern

In the course of its activities O/IC has evolved an operational pattern which with appropriate modifications is applied to the solution of all problems with which the office is faced. It consists of the following parts:

a. Finding the problem

- b. Defining it sharply.
- c. Discussing it freely and in a friendly way, with the parties concerned, separately or together.
- d. Formulating a draft recommendation.
- e. Further discussion and persuasion.
- f. Agreement or decision.
- g. Implementation.
- h. Periodic checking to be sure the arrangements are in fact satisfactory.

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